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NOW THAT WE KNOW WE GOT 'EM, WHAT DO WE DO WITH EM?
A SITE MANAGEMENT PLANNING SYSTEM FOR CULTURAL RESOURCES.

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ABSTRACT

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ABSTRACT

Historically the focus of this management program has been to focus on inventory and evaluation of sites as required by Section 106 of the Historic Preservation Act. As more sites are inventoried and listed as eligible for the National Register of Historic Places it is becoming obvious that some type of sound management strategy is needed to develop an interpretive program which will integrate cultural resources into the overall management of the forest. This strategy must include an evaluation system to determine a site's best potential use, begin the budget planning process and to develop marketing strategies and action plans for those sites chosen for some type of use.

While this paper discusses the need for a Management Plan for each individual cultural resource site on a Forest or within a management area, it focuses primarily upon the need for a system to evaluate a site for potential uses. There are four basic potential uses: Information, Interpretation, Heritage and Adaptive Reuse. This paper proposes an Opportunity Analysis process which provides some objective categories for making decisions regarding the best use of sites in the public interest. It also develops a very brief action plan for implementation of this system on the Ozark-St. Francis National Forest.

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INTRODUCTION

The impetus for this paper has arisen from my own growing background and experience in working for the Forest Service as an archeologist and cultural resources specialist. Initially, the job was to inventory project areas for sites which might be impacted, figure out how to mitigate those impacts and consult with the State Historic Preservation Officer (SHPO). Slowly but surely additional "management" types of things got included into the job. The advent of the Archeological Resource Protection Act (ARPA) and its resultant regulations, led to protection and enforcement responsibilities. Consulting with SHPO's resulted in the need to test in order to determine National Register of Historic Places (NRHP) eligibility and document nominations if appropriate. Native American Freedom of Religion and concerns about Native American burials became an issue and had to be dealt with. Now demands by the public to know just exactly what cultural resources are, what they mean to them and what federal agencies are doing with them, has led to interpretation of cultural resources as another part of the job.

All the while, the inventory and evaluation is still an ongoing and primary responsibility. While the job of the federal agency archeologists has become more and more complex, so has the data base. The initial flurry of inventory, mitigate and report has led to literally thousands of sites being left as islands in a sea of trees or cut trees, with questions as to management of those little islands being left to future archeologists to answer. The data base has become primarily thousands of brief site descriptions, NRHP statuses, and mitigation measures taken to protect them from impacts from various projects. In some cases testing has actually been carried out in order to determine NRHP status or in order to mitigate impacts to a site. In these cases the data base is much more complex with artifacts being stored, notes, and some type of report synthesizing the information into some type of scientific conclusion. But no plan for managing these sites as a true resource.

Not all Forest areas have let this situation build without doing something about planning beyond the inventory process. In particular, the Forests in New Mexico sponsored a conference to discuss "value allocation strategies" for cultural resource management planning. While the Regional Archeologist has stated that this allocation process has not been implemented, it does provide a good frame work with which to begin planning strategies. One reason that it has not been implemented may be that the planning strategy did not include budget building and marketing plans for implementation of the process.

The purpose of this paper is to develop a basic management strategy for the Ozark-St. Francis National Forest which will emphasize three important aspects of management planning. First, it will emphasize that each site must have a management plan which provides direction for the uses of that site in the future. Secondly, it will emphasize the use of sites for interpretation of the cultural past for the public. Third, a plan of action regarding budgeting and marketing of each site must be an integral part of the management direction. This paper is not intended to provide a hard and fast set of standards to follow. Every area is different in regard to the types of sites, management direction of the Forest, interpretation of regulations by both Forest Service and the SHPO and any management plan will have to be developed with these variables in mind.

BASIC ASSUMPTIONS

As with any concept or philosophy, there are certain basic assumptions which must be explicitly stated at the very beginning in order for the concepts to be fully understood. There are six basic assumptions underlying this paper, which are critical to the validity of this concept. They are listed below in no specific order of importance.

- 1). Compliance with Federal Regulations will be an ongoing process involving inventory and National Register of Historic Places evaluation for many years.
- 2). National Register of Historic Places significance and Cultural Resource site values are two different, but related management concerns.
- 3). Interpretation of Cultural Resources is a valid Forest Service responsibility to the public.
- 4). Forest Land Management Plans are the basic planning tool for a forest and will provide guidelines and standards specific to individual forests for any Cultural Resource Management strategy.
- 5). Any management system is dynamic and is constantly changing.
- 6). Consultation and Co-ordination with the State Historic Preservation Office and interested research institutions are necessary for development of any management plan.

Each of these basic assumptions will be explained here and then only mentioned briefly later in this paper as they effect specific management concepts.

1). Compliance with the various federal regulations concerning cultural resources and land managing practices are processes which will continue long into the future. It is not likely that Congress will revoke those regulations nor is it likely that they will allocate funding to complete this process in a short time frame. This assumption effects this concept in that it assumes every forest has or soon will have a long term inventory process and NRHP evaluation system in place. This inventory and evaluation system will be adaptive to the specific Forest needs and budgetary constraints. The various types of inventory and evaluation systems will not be discussed in this paper other than as a general step in the process for management of cultural resources.

2). The second assumption recognizes a difference between NRHP site significance and site value to the public. Specific criteria are set forth in federal regulations concerning NRHP eligibility, but site value involves consideration of issues and criteria not found in the federal regulations. A site may not be significant in terms of the NRHP, but have management "values" to the public in terms spelled out by the "value allocation criteria" within a forest's management plan. A site may also have NRHP significance and management values. This effects the management of a site by requiring NRHP evaluation to be a separate step from management "value" allocation. NRHP eligibility will be a consideration in "value" allocation, while "value" may not be a consideration in NRHP evaluation. Another effect that this assumption has is that any site which is determined to be eligible for inclusion on the NRHP and has management value will have an additional step of consultation with the SHPO and the Keeper of the NRHP that a non-eligible site will not.

3). The third assumption is that interpretation of cultural resources is a valid Forest Service responsibility to the American public. As far as I am aware there are no federal laws or regulations mandating that Cultural Resources be interpreted for the public benefit. The Forest Service Manual under Section 2361 does list interpretation as one of the goals of the cultural resource management program. Due to a growing desire on the part of the public to know and understand what resources are on public lands and their value to the public, it seems that this goal is a growing agency responsibility. As the public becomes more involved in agency planning it is vital to all resources that the public know and understand each resource in order to make intelligent and informed input into the planning process. One effective way of achieving this is to interpret these resources in various ways. Acceptance and implementation of public

interpretation of resources varies from Forest to Forest depending on administrative support, budgetary constraints and planning requirements.

4). Forest Land Management Plans (FLMPs) are the major planning document for each forest and provide the standards and guidelines for any individual resource management area. It is assumed that prior to implementation, any type of cultural resource management plan will have to be part of the FLMP of each specific forest. The FLMP will set the general standards, guidelines, values and criteria for cultural resources and their management.

5). This paper also assumes that any management system must be flexible in order to facilitate the dynamics of changing political scenes, public attitudes, agency administrative policies and budgetary considerations, cultural resource data base contents, and research needs. A change in any one of the above factors may have an effect upon any management plan which is developed. Thus the management plan must have built into it contingency, monitoring and alternative management measures in order to adequately manage the resource.

6). The final assumption to be discussed is that any planning process dealing with cultural resources is required to be coordinated with the SHPO. It is also assumed that the SHPO will request that interested research groups and institutions be included in this coordination effort. It should go without saying that any attempt to develop management plans without the involvement of these entities would probably be doomed to failure. Some Forests may have this process shortened by their state having a preservation plan which spells out the research needs for the region in which a forest finds itself. Regardless a review process which would include these interested parties is assumed.

MANAGEMENT PLANNING

As stated earlier in discussion of the assumptions, the FLMP is the primary planning document. It should contain the primary steps of cultural resource management and should provide guidelines and standards to follow. It may be that tiered to the FLMP will be District management plans which spell out more specific guidelines and standards, as well as specific research questions to that area. And finally there should be a site specific management plan which details the management objectives for that site.

All of these management plans should contain the same primary process elements. The FLMP and District Management plans will provide the process steps and the site management plan will be the current data and future plans.

There are six basic steps of the process:

1. Inventory
2. NRHP Evaluation
3. Value Allocation
4. Marketing Strategy
5. Budgetary Planning
6. Time Tables

FLMP Direction

Step 1. Inventory standards should be spelled out in the FLMP. These should be developed in consultation with the SHPO and meet the standards set by federal regulations. Minimally these standards should involve the following areas:

- a. scheduling
- b. methodology
- c. documentation
- d. consultation process

Step 2. NRHP evaluation may or may not be tied to the inventory process depending upon the preference of the specific forest involved. Specific steps included in this process will be:

- a. scheduling
- b. methodology for additional data retrieval if necessary
- c. documentation
- d. application of NRHP criteria
- e. consultation process

The inventory and evaluation process should be pretty well spelled out in existing FLMPs or should be planned in the upcoming revision periods. Referring to assumption No. 1 no further discussion of these steps will take place.

Step 3. Value Allocation is the third step in the process. FLMPs should set the basic management values for the Forest. Allocation steps and criteria for the process should also be defined by the FLMP. One prerequisite for an allocation process is the definition of archeological/historical research question for the forest in question. This may have to be done through a cultural resource overview or rewrite of an existing overview. It may also be tied directly to a State Preservation Plan developed by the SHPO or the State Archeologist. This allocation strategy will be discussed in more detail later in the paper, it is mentioned here to emphasize that the FLMP must include guidelines and standards for this step in cultural resource planning.

Step 4. The FLMP should lay out the basis marketing strategies for the various allocation values. Potential marketing targets and partners could be identified for the various values in the allocation scheme. These could include sources of funding, labor, and maintenance who would be interested in working with the Forest. Minimally, the FLMP should state that a marketing plan for maximizing the values of the cultural resources will be developed.

Step 5. An essential step is the budgetary planning for accomplishing the management plans. The FLMP should define at what increments the various management levels begin to be funded. Different management levels should identified with specific inventory, NRHP evaluations and other value objectives to be met at the various budgetary increment levels. Each increment level should have a specific measurable target for inventory, evaluation, interpretation, protection and research objectives. Base levels may not include all of the objectives, but each increasing increment should include more and more of the objectives until the final increment includes at least some type of target for each of the program objectives. In this way there is a plan of attack for accomplishing the management goals for the specific sites.

Step 6. Tied with the budgetary planning is the establishment of time tables for accomplishment of the management plan objectives. This of course is always tied to the funding levels provided by Congress, but it also provides a measurement of accomplishment. This may be a simple objective of having a specific number of sites with each allocated value and management objective being meet over the 10 year planning period. These may be tied to specific planning years, however, under current direction accomplishments are actually averaged out over the 10 year life of the plan so some flexibility is built into the process.

INDIVIDUAL SITE MANAGEMENT PLANS

Once the FLMP guidelines and standards are defined specific site management plans can be started. For many forests there will be an immense backlog of sites for which management plans will need to be developed. The basic steps for each site are the same as outlined in the FLMP, some however are more documentation of the activities which get them into the process.

INVENTORY

This is the initial process which identifies and documents a site. Any management plan needs to include a reference to the inventory report which identified the site and any revisits to the site. Most of this type of information and a specific description of the site is included on the site form used to document a site. However, some states and/or forests have other types of documents which effect a site (timber prescription, recreation development plans, road construction plans, etc.) or which record different types of information about a site (incident report for vandalized sites, damage assessment report, etc.). These types of documents need to be included in a site management plan along with the initial inventory data.

NRHP EVALUATION

This process is defined in 36 CFR 800. Every management plan should document this evaluation process including the NRHP nomination form and acceptance documentation or documentation outlining the reasons it was not considered eligible for inclusion on the Register.

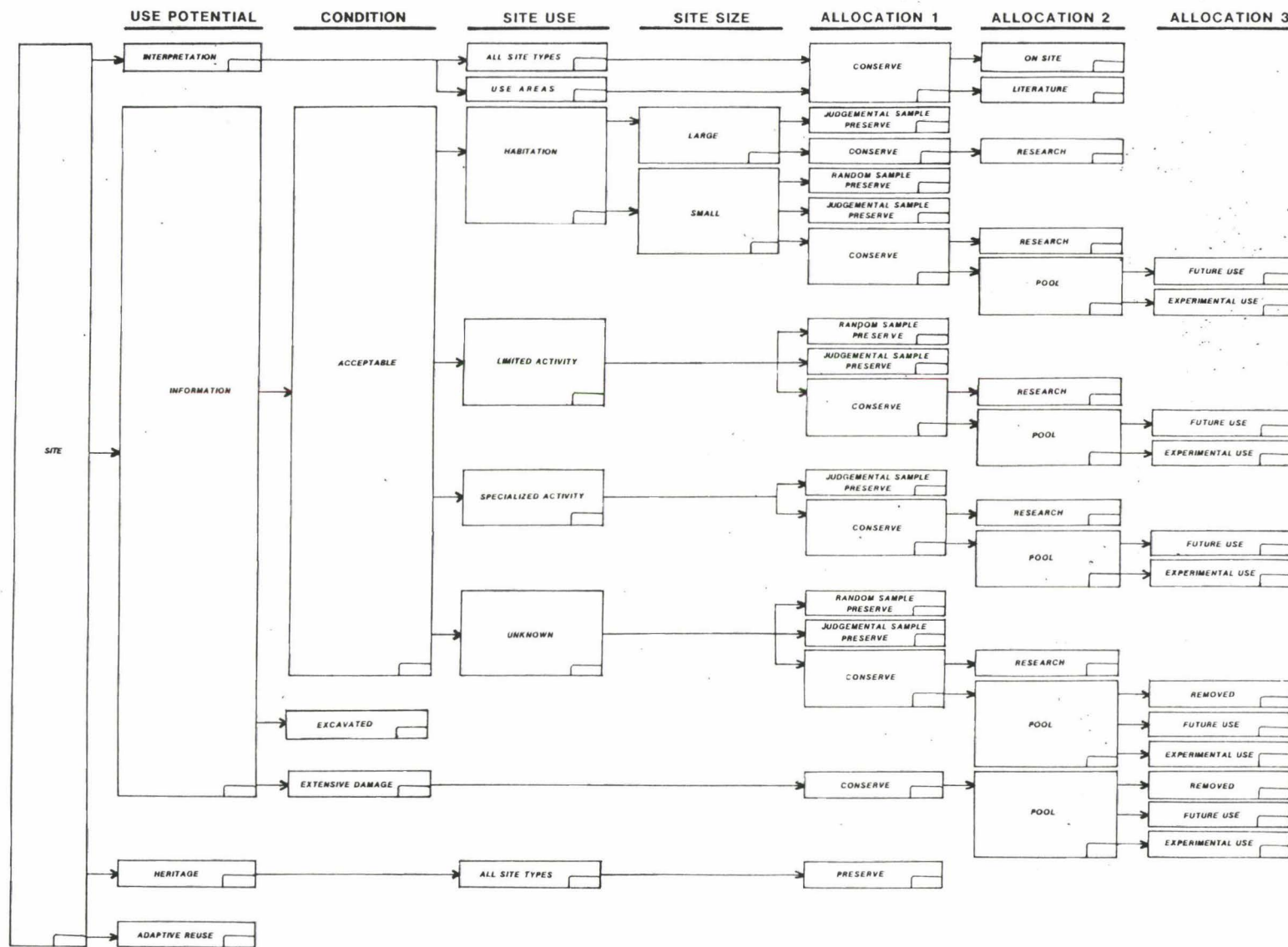
It is important to note, that in many cases the site management plan may temporarily end here due to a general Forest Service policy of record and avoid. Many sites have been recorded but the NRHP evaluations have not been done since the sites were avoided by project impacts. In many cases, the NRHP status can not be adequately determined without additional testing or documentation. Even the value allocation can not be adequately carried out due to the lack of documentation. In these cases the management plan would be to carry out further testing or documentation complete with plans for marketing and budgeting as well as a time table for accomplishment.

VALUE ALLOCATION

The Southwest Region of the Forest Service has defined an allocation scheme for the Forests in New Mexico (Green and Plog, 1982). Some of the primary concepts and definitions of their allocation scheme are being borrowed for the purposes of this paper. Changes have been made in some of the categories and the order in which allocation are made.

Spoerl and Tainter's (1982) allocation scheme utilizes a hierarchical decision tree process to assign sites to a series of categories. The overall process utilizes two decision trees: the first decision tree assigns sites to potentially three different allocation categories, and the second decision tree allocates individual sites to specific research question(s) which it may have the potential to answer or interpret.

Decision Tree 1. Their decision tree 1 has seven nodes: Use Potential, Site Condition, Site Use, Site Size, Allocation 1, Allocation 2, and Allocation 3. Several of their categories appear to be considerations made during determination of a site's potential uses. The order of allocations from use through preservation or conservation seems backward as well. Definitions of their categories as considerations are still quite valid and will be utilized for this management plan. The basic steps or allocations in the decision process will continue to be utilized as well, however their order has been revised (Figure 1 shows Spoerl and Tainter's process).



Decision Tree Step 1
From Spoerl and Tainter 1982

According to Spoerl and Tainter, Condition, Site Use and Site Size are all steps within Decision Tree 1 following determination of Use Potential. It would be difficult to make a decision on whether a site is usable or not, let alone what type of use it was amenable to, without taking these things into consideration. For purposes of the Ozark-St. Francis these will be consideration factors along with others in determination of a site's Potential Use, but will not be steps in allocation of values.

USE POTENTIAL

This paper proposes a four node process: Use Potential, Allocation 1, Allocation 2 and Allocation 3. Each of these has its own specific set of considerations which must be brought to bear on each site.

Use Potential should be based on several variable factors including: Site Use, Site Size, Site Condition and the Cultural Resource data base. All of these factors must be weighed to determine a site's best potential use. Some are easier than others to evaluate since they can be easily quantified, while others are more subjective and have to be based upon professional judgements.

Site Type (Spoerl and Tainter's Site Use) refers to actual use of the site by the inhabitants and is dependent upon the cultures and societies occupying a particular forest. These are generally broken into habitation and non-habitation sites. Non-habitation sites are usually categorized into the various specialized activity areas (areas where activities not normally carried out in habitation areas) particular to a forest.

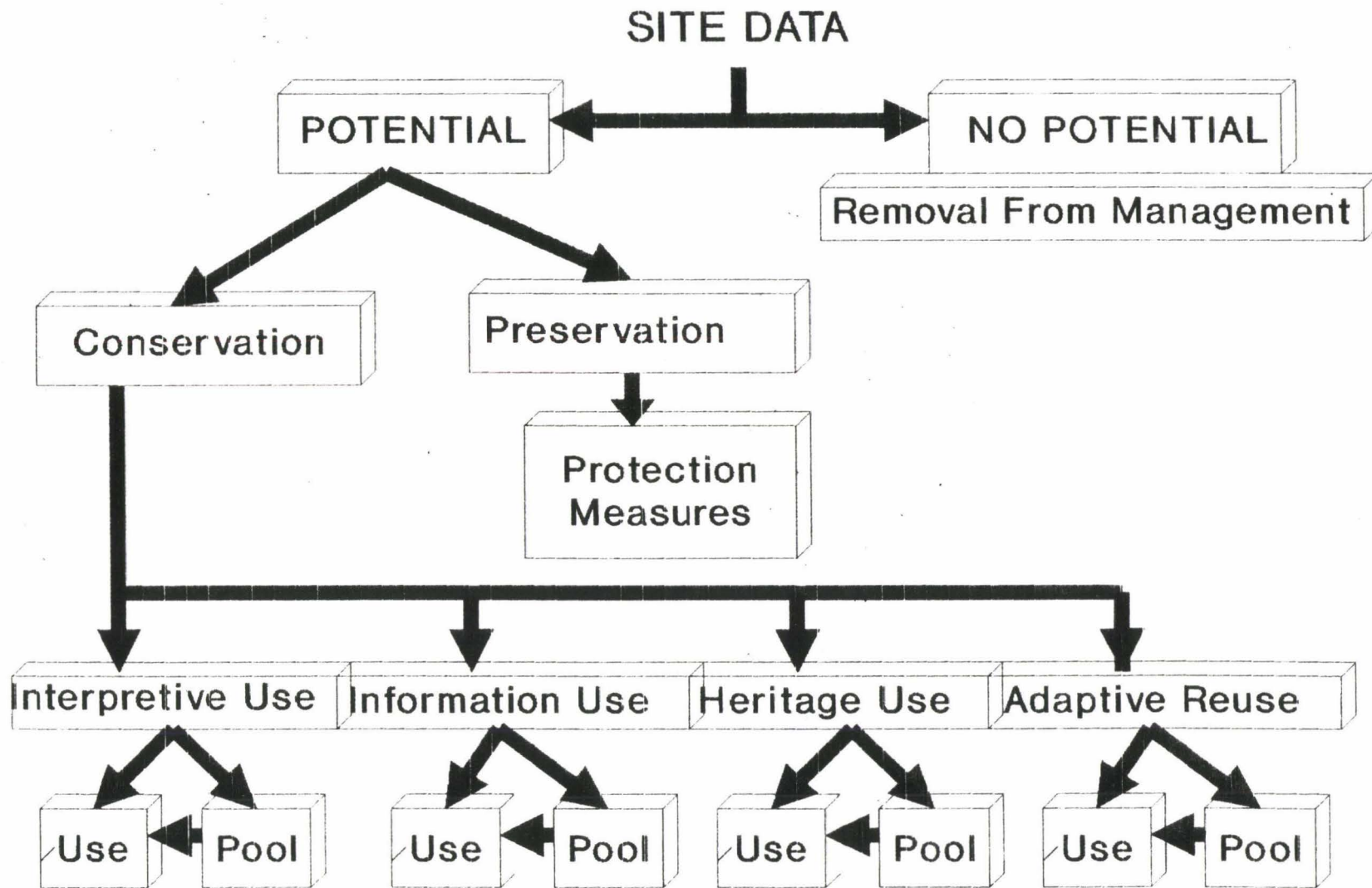
This is one of those categories that is quantifiable. It is easy to determine, based on the number of sites in a specific site use category, whether a site is rare, or unique or whether there are numerous ones which can be utilized in various ways. This is primarily a data base category and will be dynamic in that it may change with every inventory which is conducted on the Forest. Changes in this factor will have a ripple effect throughout the entire system as new sites are added in each use category for a Forest.

Site Condition refers to the integrity of an archeological or historical site. Damage through past use, natural damage, vandalism, looting, and scientific excavation are a few of the things which would effect a site's condition. This is a factor which must be taken into account when determining the Potential Use of a site. Undisturbed sites would most likely be the best to preserve for future generations, to utilize for answering research questions and possibly for experimental use.

Site Size refers to the physical size of the site. Apparently Spoerl and Tainter feel that this is a major consideration in their allocation scheme, however for the Ozark-St. Francis this will be a minor consideration for determining Potential Use.

Number of Sites in the Data Base refers to the number of known sites within that specific site type. The Cultural Resource Overview should define the site types to be expected on a specific forest. The number is important in determining whether a site should be conserved or preserved, and if conserved what type of use it might best serve. If a site is unique then most likely it should be preserved while recording as much data as is possible in non-destructive means. If however there are 200 sites of a particular type then some could be utilized for information extraction, interpretive data extraction, on site interpretation, experimentation and some even removed from management consideration. Some type of system needs to be defined in order to make this type of decision more objective. Ranges could be defined in a management plan

VALUE ALLOCATION FLOWCHART



USE POTENTIAL

Considerations

1. Site Type
 - a. General Temporal Placement
 - b. Specific Temporal Placement
2. Site Condition
 - a. Integrity
 - b. Complexity
3. Site Size
4. Number of Site in Data Base
 - a. Number of same site type
 - b. Number of same temporal placements

which would determine the number of sites needed before a specific site use could be made. The following table could be used for this type of decision making.

No. of Sites	Most likely Uses
..1-3	Preservation,Literature Interpretation, (On Site Interpretation would be possible with proper protection of the site
..3-6	Information data extraction, literature and/or on site interpretation
..4+	On site interpretation, Heritage, or Adaptive Reuse.
..6+	Any type of use.

The above numbers are arbitrary for purposes of example. Actual numbers would have to be determined based on an individual forest's data base and through consultation with the SHPO and other interested groups.

After consideration of the above factors a site is placed into one of two categories 1) sites with Potential Uses and 2) sites Removed from Management Consideration. The Removed from Management Consideration category is for those sites which according to professional evaluation do not possess any utilization potential. Guidelines and standards for this category will have to be developed through close consultation with the SHPO and research institutions.

ALLOCATION 1 - PRESERVATION OR CONSERVATION

Allocation 1 divides all sites (Spoerl and Tainter used this allocation for all sites except Adaptive Reuse Sites) into either a preservation or conservation category.

1. Preservation. Sites are removed from immediate use and are managed to prevent deterioration or loss of values. Most NRHP eligible sites would be allocated to this category.

"The assignment of sites for preservation is carried out through the selection of a random sample, a judgmentally based sample, or both." (1983 Spoerl and Tainter)

2. Conservation. Sites are protected from deterioration or loss, and are managed for best use.

ALLOCATION 2 - BEST USE

Once a site has been allocated to this category (Conservation), some type of opportunity analysis should take place in order to determine the types of uses a site may be suited. This is a process which involves determining research, interpretive, heritage, and adaptive reuse opportunities which exist for a particular site. It does not necessarily determine which is the best or for which it will be utilized, but does provide an overview of the opportunities provided by the site. Opportunities for use come about through administrative decisions and planning and a site's utilization may be dependent upon being in the right place at the right time. This also demonstrates that the same site might be equally suitable for several different uses and circumstance will determine which of the following uses may be made of it.

Interpretive Use

The Interpretation category is for sites which can be used primarily for public demonstration of their values. Such sites may be used for scientific research, but are managed primarily for interpretation to the public.

For sites selected for Interpretive Uses there are three categories: 1) On Site development, 2) Literature, and 3) Data Extraction. On site development refers to the development of interpretive facilities on or near the site physically. The development will have to follow guidelines spelled out in the FLMP and other management plans (such as ROS categories and interpretive management plans). The second possible Interpretive Use category, Literature, refers to development of interpretive literature on a specific site or set of similar sites. The third potential category is Data Extraction. Sites falling into this category would be excavated or documented (possibly in destructive ways) for interpretive data to be used on site, on some other interpretive site or in interpretive literature. None of these categories are mutually exclusive. It is quite possible that the same site may fall into all three categories within this allocation.

Information Use

The Information category is for those sites considered most useful for addressing questions of scientific interest. Spoerl and Tainter have designed Decision Tree 2 to determine whether an individual site can answer appropriate research questions for a specific forest.

Sites allocated to Information Use have two potential categories in which to be placed. The first is Experimental Use. These sites are those which may be useful in providing information about the effects of ground disturbing or other destructive activities on cultural resources and the effectiveness of various mitigation measures in protecting cultural resources from damage. The second category is Data Extraction. This category is very much like the one for Interpretive Uses, except that the data extraction is tailored to answer the research questions which this site was deemed capable of answering through the use of Decision Tree 2.

Heritage Use

The Heritage Use category is for those sites which are deemed important to the values or beliefs of distinguishable groups. Such groups may often be ethnic in nature, but not always.

Heritage sites also have specific categories assigned under Allocation 3. Most of these uses will be made to be administered under special use permits. There are two basic categories, which made be subdivided into specific activities if needed. First is the Special Resource activities. This refers primarily to Forests with local Native American populations which extract resources from the forest for use in practicing their cultural heritage. These areas should be documented as such sites and then administered under the appropriate rules and regulations. The second category is Special Activity Area. This category is set up primarily for specific activity use by special interest groups. These activities would be in commemoration of some special event, or particular activity with heritage ties to the Forest (i.e. Civil War Battle re-enactment or rendezvous gatherings by modern day buck skinners).

Adaptive Reuse

Adaptive Reuse/Continuing Use sites are those which may be useful for administrative or other management purposes. This category applies mainly to historic structures but may also apply to prehistoric sites in some instances. It may also apply to sites which have a past and ongoing use which is not necessarily compatible with the best use of the site, but which is administra-

tively continued for various reasons. In this case specific mitigation measures may have to be defined in order to protect the remainder of the site.

Adaptive Reuse/Continuous Use sites have only one category under allocation 3, that of Use and/or Rehabilitation.

Opportunity Analysis Considerations

In order to properly make this decision a process which would consider and provide quantified information on Accessibility, ROS Category, Research Topics, Interpretive Themes for each specific site would have to be developed and utilized. Some of this information has already been documented and used in determining that a site has potential uses. Additional information is needed in this step to provide data on specific use of a particular site. For example, Site Type, Site Condition and Number of Sites in the Data Base have already been discussed and utilized in order to determine Use Potential. By adding a couple of categories to Spoerl and Tainter's Decision Tree 2, a process of quantifying this information and making this type of decision is possible. The new categories are Accessibility and ROS category.

Site Accessibility is another factor to consider during Potential Use determination. This refers to basically two things. First it refers to a sites relationship to roads, trails and other access routes. This is important in sites which may be used for interpretation and/or information. The public and researchers will be more likely to utilize a site if access is easily available. This factor will also effect decisions regarding protection of the site from vandalism and looting. Secondly this factor refers to the site's location in reference to ROS classification. This is important in sites which may be utilized for interpretive purposes, since it will effect the level of development at a particular site.

Some type of system which defines a site's relationship to access routes needs to be developed for each forest in order to quantify and analyze a site's accessibility. One type of system is represented in the table below.

Access Type	Definition	Most Likely Uses
1	Primary Road-Paved or main access to a destination	All
2	Secondary-Gravel, no specific or secondary access to a destination	All
3	Temporary Road-timber road which will revert to foot travel	Information extraction, On site interpretation or interpretation or data extraction, heritage use
4	Trails-hiking, horse, ORV, ski trails or water travel routes	Information extraction, on site interpretation or data extraction, heritage use
5	Short Woods Hike-> 1 mile from developed access	information and or interpretation data extraction, preservation
6	Remote-< 1 mile from developed access	Preservation, Literature interpretation.

ROS Category of a site's location would be another consideration regarding site use. ROS categories will be used to define the type and style of interpretation for sites within the various categories. For example, an historic site in a roaded primitive area could fit into a theme of how man used the land. However because access might be by car, one interpretive technique could be self guided car tours, but actual on the ground interpretation at the sites would be limited to clearing or simple identification signs since the area is primitive.

Each site is keyed through seven categories. The first is General Temporal Placement. In the case of the Ozark-St. Francis sites would be placed into Prehistoric, Contact, Early Historic and Late Historic. The second category would be specific temporal range, if this is possible based on the current data base. In the case of the Ozark-St. Francis, this may be difficult since few sites have been accurately dated. It may be more feasible to place them into cultural phases based on point and ceramic types. The third category is specific site type such as habitation, rock art, burials, kill site, storage structures, mounds, quarry, etc. for each cultural phase or specific temporal range base upon the current data base. The fourth category is Accessibility according to the scheme developed by the forest. The fifth category is the ROS category of the site according to the forests' mapping system.

The sixth category is the assigned research topics. (Figure shows this process for sites on the National Forests in New Mexico from Spoerl and Tainter). The final category is the interpretive themes in which the site could be useful.

Research Topics can be determined using these same information categories. Research topics could be assigned to a site utilizing Spoerl and Tainter's Decision Tree 2 (Figure 4).

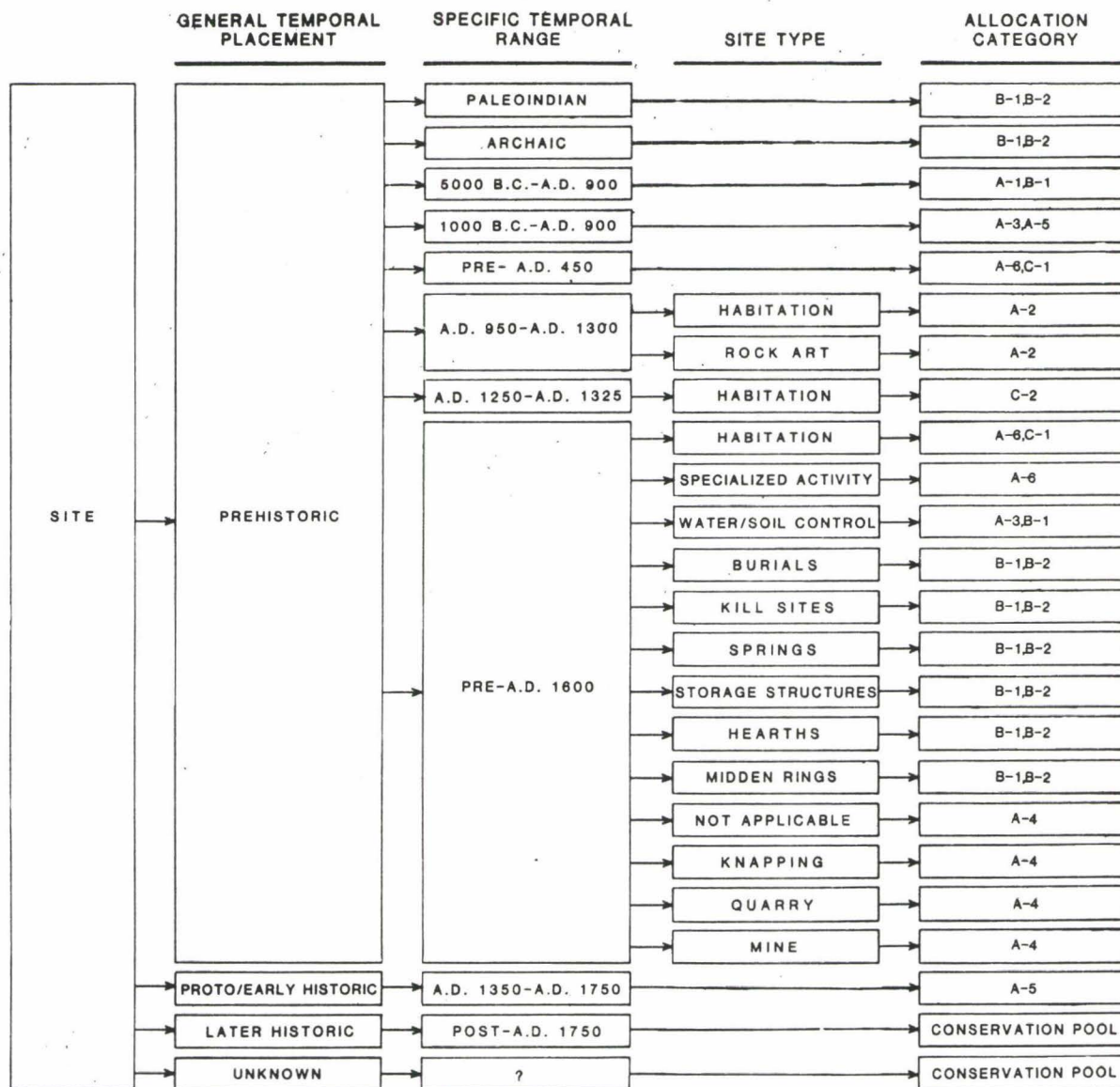
OPPORTUNITY ANALYSIS CONSIDERATIONS

1. CONSIDERATIONS

- A. SITE TYPE
- B. SITE CONDITION
- C. SITE SIZE
- D. NUMBER OF SITES IN DATA BASE
- E. ACCESSIBILITY
- F. ROS CATEGORY

2. RESULTS

- A. RESEARCH TOPICS
- B. INTERPRETIVE THEMES
- C. HERITAGE USES
- D. REHABILITATION USES



Decision Tree Step 2
From Spoerl and Tainter 1982

This requires that specific research questions be developed for each specific forest or in the case of large forests, each cultural or topographic area. An example from Spoerl and Tainter is their topic B: Environmental Change, under which two basic questions were asked. 1). What is the history of human land use and its effects on the natural environment? 2). What have been the patterns of natural environmental change over the last 10,000 years or so? There are some general research questions developed in the State Preservation Plan, the Ozark-St. Francis Overview (Sabo 1982) and a new study by the Corps of Engineers, but specific research topics for the Ozark-St. Francis have yet to be developed.

Interpretive Themes can also be assigned to each site using Spoerl and Tainter's Decision Tree 2 by considering site accessibility and ROS Category along with the other factors defined by the decision tree. The FLMP or Cultural Resource Overview or management plan should define these themes and demonstrate their ties to the overall forest interpretive theme(s).

Since potential uses for a site are not mutually exclusive, a judgement based upon professional and managerial knowledge must be made to determine which use is preferred. This should not lock a site into this type of use, since circumstances could change, but it will place it into one of the four use categories for management planning purposes. This would then complete Allocation 2.

ALLOCATION 3 - USE OR POOL

1. Conservation Use are those sites which have a high priority assigned for development.
2. Conservation Pool sites are those which have a lower priority for development and are managed for potential future use.

It should be understood that these two categories will have an extremely dynamic relationship. Sites can move in and out of each of these categories depending on a variety of factors. But most likely the factor of data base growth will create the most changes. Other factors which may effect these categories are administrative needs, budget changes, partnership availability and site condition changes.

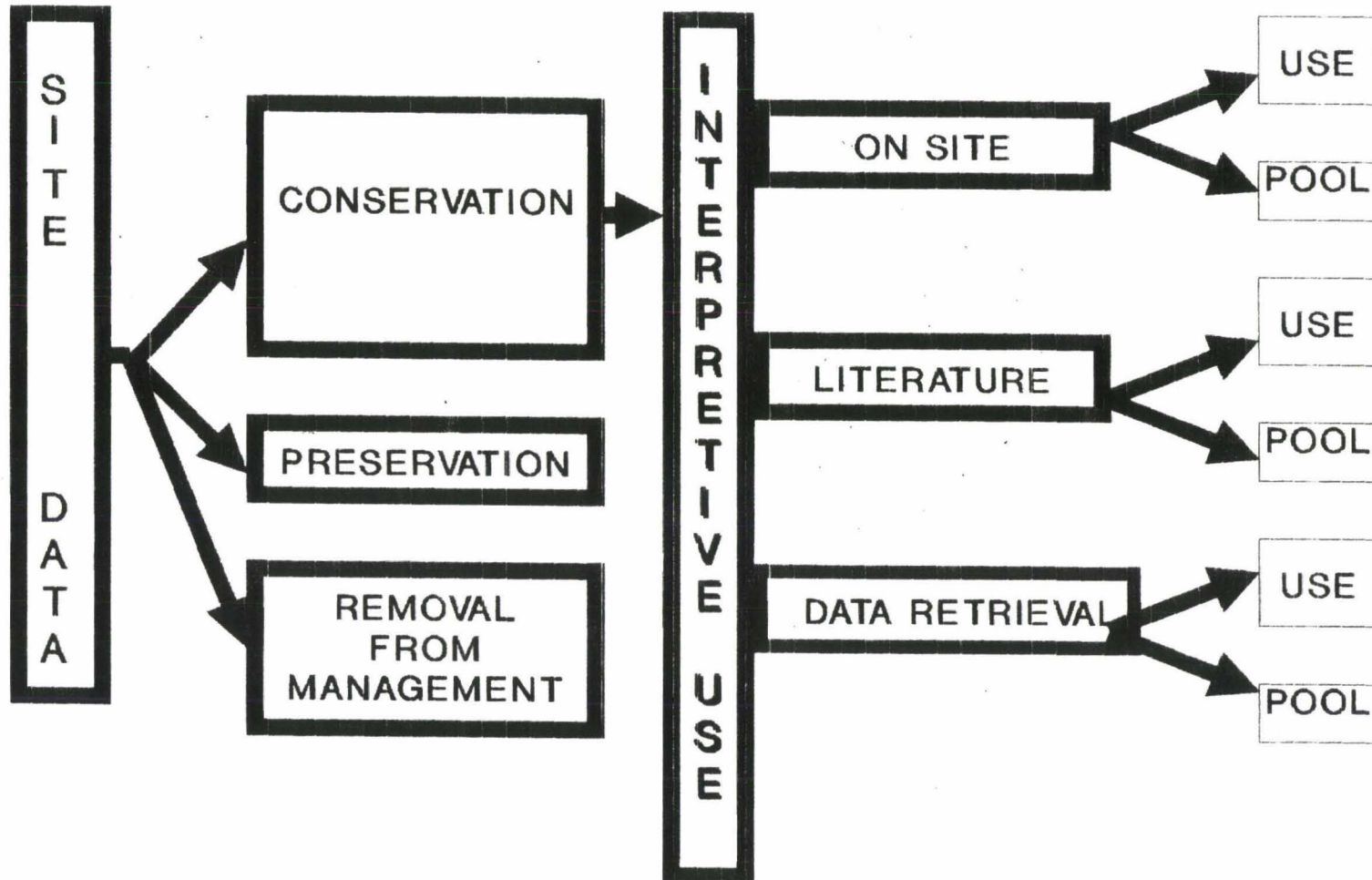
Management Considerations

After a site has been analyzed using the above analysis process, several management alternatives can be immediately recommended regarding access and protection from impacts. Three basic strategies are available and should be clearly implemented as soon as the value allocation has been completed. The first possible action is no access, which removes the site from availability for disturbing scientific or management activities. The second possible action is limited access. This leaves the site available for some disturbing activities that do not cause substantial depletion of research or other values. The third possible action is normal protection. This means that the site is managed normally for maintenance and wise use of its values.

Some sites will be closed to disturbing investigation for the purpose of long-term preservation (no access). All sites selected by random sample for preservation will have no access. Such sites should be actively protected to preserve their values. Other sites in the preservation category, selected on a judgemental basis, may receive a limited amount of investigation such that the majority of the resource is preserved (limited access). Any investigation of these sites must be designed to specifically address one or more of the Forest Research Topics outlined in the FLMP. (Spoerl and Tainter 1982).

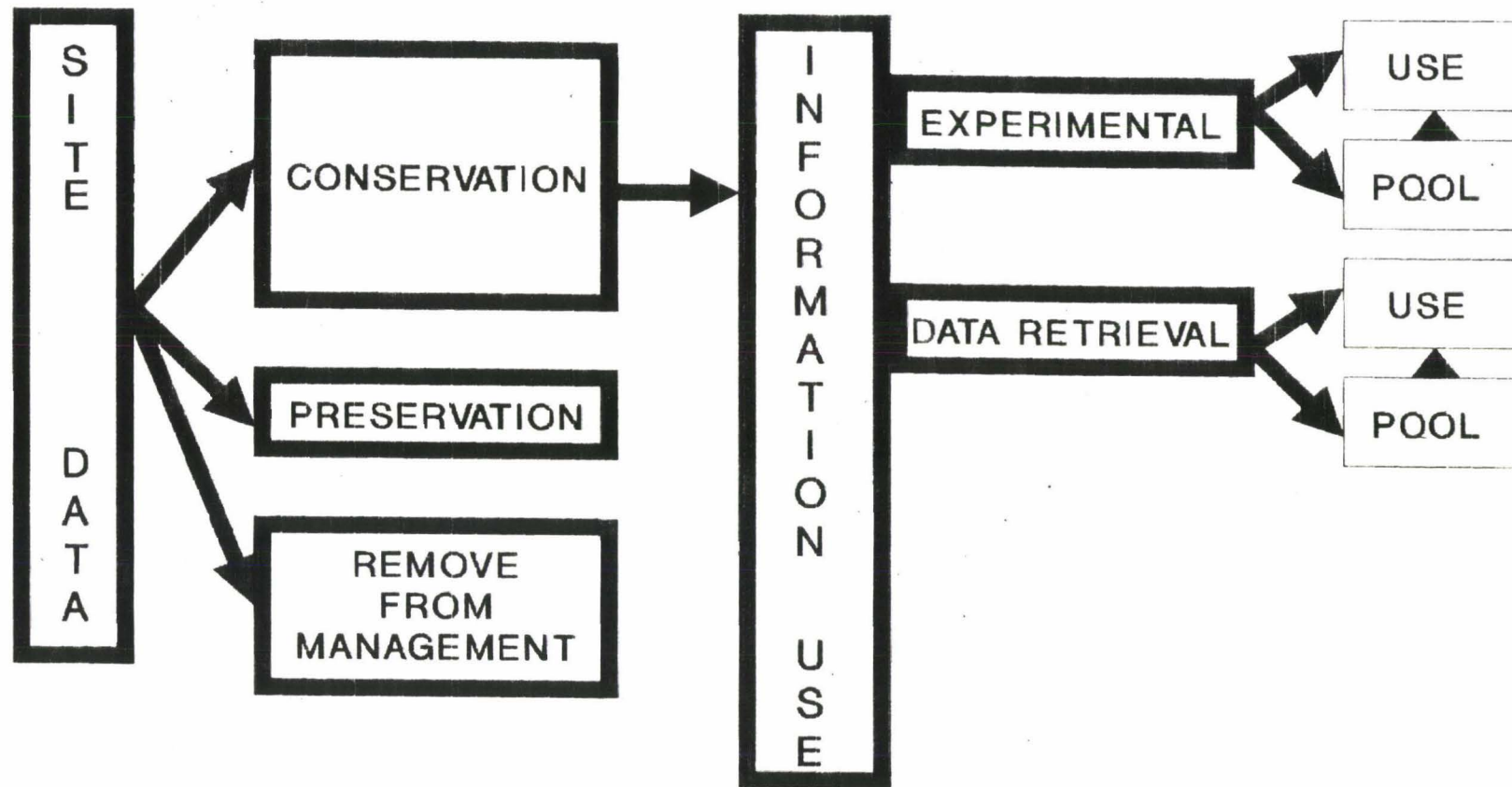
USE POTENTIAL

INTERPRETIVE USE

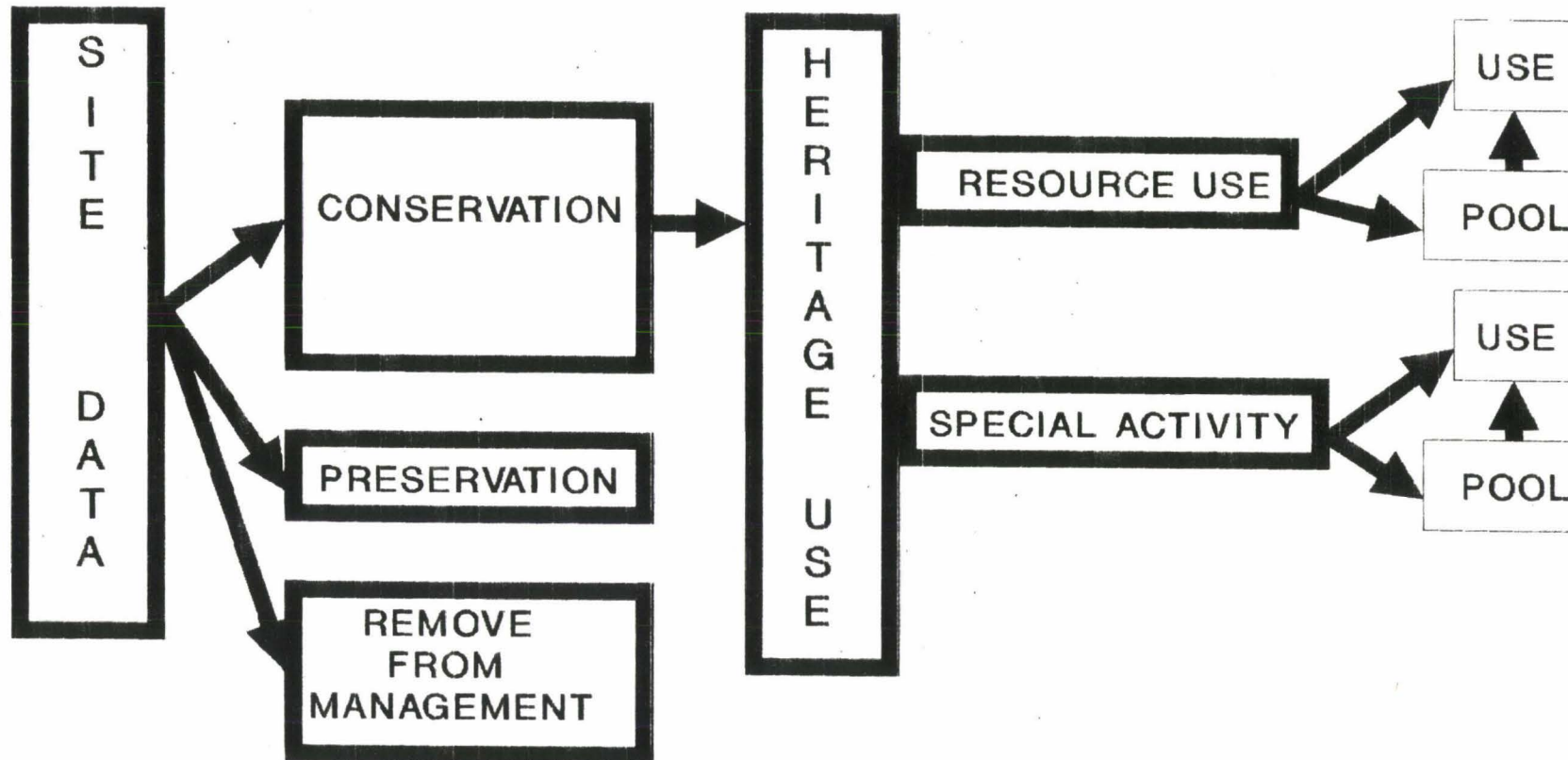


USE

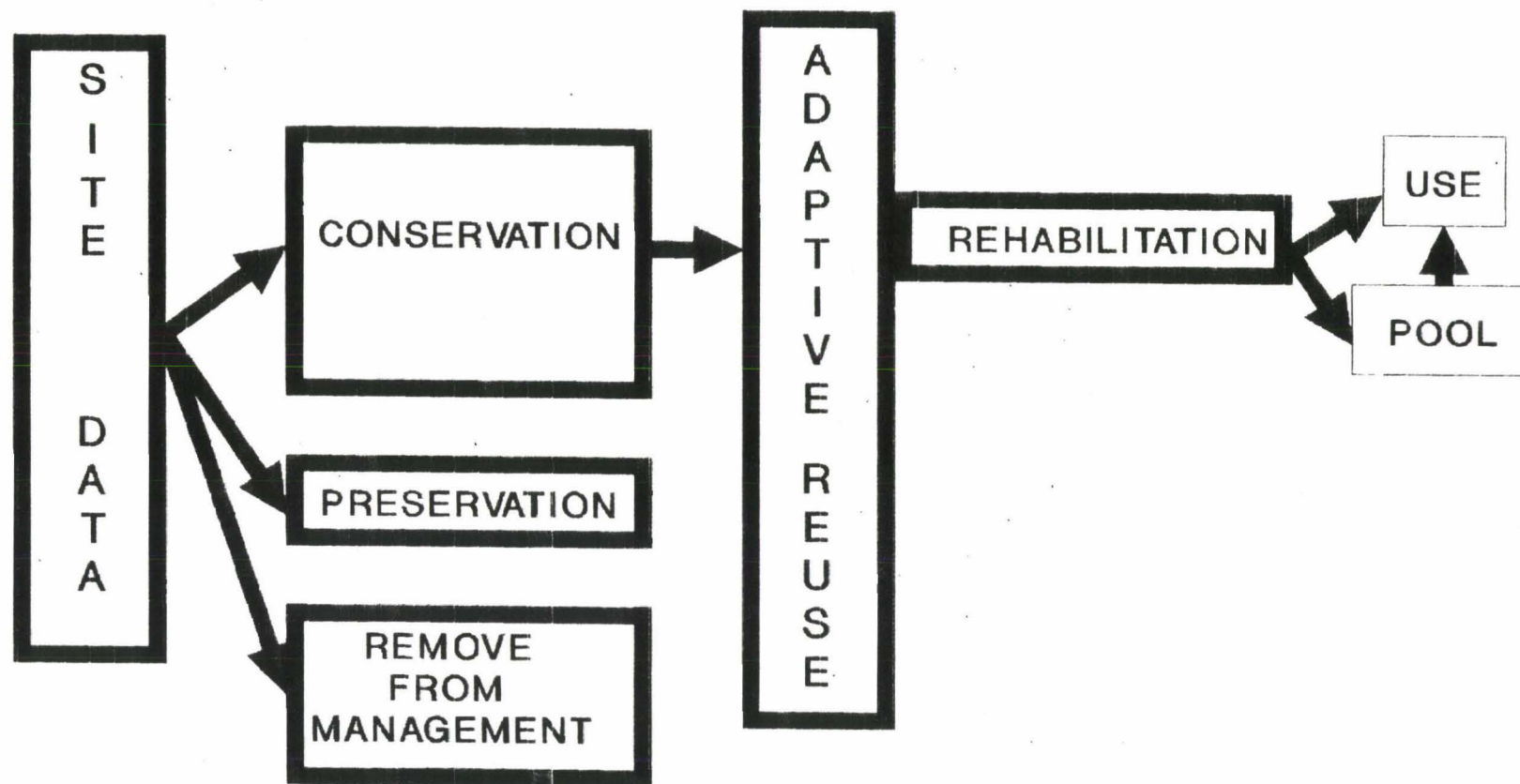
INFORMATION USE



USE POTENTIAL HERITAGE USE



USE POTENTIAL ADAPTIVE REUSE



Sites not in the preservation category will be accorded the normal protection of Forest Service management. That is, these sites will be protected to preserve their values, while at the same time they are available for studies aimed at the research topics established by the FLMP. . . Many of the sites managed for their information potential may also have interpretive or heritage values, but these values will not be dominant. Where they are dominant, the site should be allocated to the interpretation or heritage categories. (Spoerl and Tainter 1982).

MARKETING STRATEGIES

The fourth step in an individual site management plan is a marketing strategy and plan. Much has been written recently about the basic principles of marketing and marketing in the Forest Service. Much of that need not be repeated here. For the purposes of this paper marketing consists of three basic steps: 1) determining public needs and wants concerning cultural resources, 2) determining public needs a Forest's cultural resources can meet, 3) determining target audiences to help develop cultural resources to meet the public needs and wants, and 4) target audiences to utilize those developed resources.

For the most part the first two steps of a marketing plan are already completed by the allocation scheme. Public needs and wants have been spelled out and defined by the legislation passed by Congress and the public interest in seeing that cultural resources are a part of the planning process. Determination of which of the public needs and wants can be met by individual sites is accomplished by assigning sites to the various Use Potential categories of the Value Allocation Scheme. The remaining portions of the marketing plan then need to be completed, principally determining target audiences for development and use of the sites.

Target audiences for site development will vary by Use Potential. Sites selected for Interpretive Uses could include Interpretive Associations, special interest groups (muzzle loading enthusiasts, Society for Anachronism, etc.), museum associations, historic societies, archeology societies, etc. These groups can be approached for help in raising funds, volunteering labor, patrolling or researching information for the development of sites for public interpretation.

Sites selected for information will have target audiences which are interested in answering the research questions defined by the management plan for a site. These audiences will include; research institutions, historic and archeological associations, universities and colleges. These audiences can be sought out to conduct excavations, archival research and documentation projects which will aid in achieving a site's allocated value.

Sites allocated to the Heritage Use category will have target audiences which will be interested in helping the agency to protect and preserve the unique values these sites represent. These groups may include Native American tribes or groups, other ethnic organizations, and other special interest groups.

Sites allocated for preservation may have target audiences similar to that of the Information category, but in addition other groups interested in protection of the environment in general or specific aspects of it, should be considered a part of the target audience.

FUNDING AND TIME TABLES

The final step of an individual site management plan involves the funding of the proposed management action and the time table within which it will be accomplished. These two steps are closely tied to each other and are almost mutually inclusive. The FLMP should spell out the various budgeting levels or increments and the time tables in which the objectives are to be accomplished. Individual site plans should prioritize each site according to its allocated catego-

ry. This will involve a dynamic relationship between sites and their objectives as well as a plan for re-evaluating priorities as new sites are added to the data base.

This could be done during the budget building process, however that is usually two to three years in advance of the actual allocation of funds and additions to the data base will probably change priorities between the planning period and the actual allocation of funds. A better time might be during work planning time just before the beginning of each fiscal year. This would allow assumption of the initial budget allocation as a funding level and the priorities are not as likely to change prior to allocation of the funds.

No matter when the final priorities are set each site should have a specific budget for the planned management action and a planned time table which may or may not be directly tied to a calendar date. This time table should minimally spell out how long the actual implementation of the management action will take and a specific time period in which this action should take place before the objective is re-evaluated and reprioritized.

DOCUMENTING A PLAN

A practical aspect of this planning process is the amount of paperwork this will add to the managers already heavy workload. Initially it will be quite a bit, since there will be a large backlog of sites which will have to be incorporated into this process. Paperwork itself should not involve more than a page or two of summary which spells out where the site came out during the allocation process. The following page is an example of the summary page which is envisioned.

SITE NAME:

INVENTORY SUMMARY

Date Documented:

Inventory Report Reference:

Brief Site Description

Site Type:

Cultural Affiliation:

General Temporal Placement

Specific Temporal Placement

Condition:

Additional Comments:

NRHP EVALUATION:

VALUE ALLOCATION:

Accessibility:

ROS category:

Research Topics:

Interpretive Themes:

Potential Heritage Uses:

Potential Rehabilitation:

(This would need to include a discussion of the value and the type of public need it would meet. I.E. A site allocated to Interpretation Use, conservation would have to include a discussion of how that site would enhance and demonstrate the overall interpretive theme of the Forest and what the individual site's interpretive theme would be. Or a site allocated to Information, conservation, excavation, would have to address the research question which were expected to be answered by the information gathered from this particular site and how that would enhance the understanding of the specific cultural period [this is basically a research design]).

MANAGEMENT PLAN: (This will be a narrative description of the type of development which is planned for the site and the target audiences which might assist in the accomplishment of this plan. This would also include the priority placed on accomplishment of the site's objectives.)

BUDGET: (What it would cost to implement the above management plan).

TIME TABLE: (How long it would take to implement the above management plan and if desired a calendar date by which it should be accomplished prior to re-evaluation of its priority).

EXAMPLES FROM THE OZARK-ST. FRANCIS

The following are examples of sites on the Ozark-St. Francis National Forest which have had management plans documented according to the plan outlined in this paper. Some already had uses planned while others have relied on this plan to develop their plans. These are intended as examples of the final product of this process and do not necessarily express the actual future use of this site, since the Forest does not currently have all of the requirements for execution of this plan in place.

SITE NAME: Mitchell Mill
INVENTORY SUMMARY

STATE SITE NUMBER: 3 St 83

Date Documented: Date of first documentation unknown

Inventory Report Reference: None

Brief Site Description

Site Type: Historic Mill

Cultural Affiliation:

General Temporal Placement:

Specific Temporal Placement: 1900-1928 and 1938-40

Condition: Torn down and rebuilt by CCC

Additional Comments: Site is the location of a combination grist mill and cotton gin operated from 1900-1928 and then torn down and rebuilt in stone by the CCC in 1938-40. None of the early frame structure remains, but the stone wall of the CCC reconstruction remain intact. There is also relatively good historic sources including family members who remember the original mill and worked there as kids.

NRHP EVALUATION: Not nominated but probably eligible

VALUE ALLOCATION: Interpretive Use, primarily On-Site, but also Literature.

Accessibility: 1

ROS category: Rural

Research Topics: CCC and Rural Industries

Interpretive Themes: Blanchard Springs Cavern theme of WATER and how it shapes the destiny of the land and man in the Ozarks.

Potential Heritage Uses: CCC organization visits

Potential Rehabilitation: None

This site is quite conducive to interpretation for the public understanding of Blanchard Springs Cavern and the historic importance of it to the local area. Being located in a highly developed recreation area devoted to the interpretation of the cave, this site fits into the overall theme of Blanchard Springs Cavern, WATER and how it shapes the destiny of the land and man in the Ozarks, by showing this particular type of use of the water from the spring. It may also have a secondary interpretive theme concerning the CCC and its attempts to recreate and interpret the past. There is not much research potential from archeological remains from this site since the deposits have been washed away. There is some research potential from any archival resources found during the development of the interpretation of this site. The only Heritage Use which might be made would be visits by CCC organizations to commemorate this period of our past. There is little likelihood of rehabilitative use of this site since cost would probably be prohibitive. However, if a sponsor could be found, it might be possible to restore it as a working mill.

MANAGEMENT PLAN: This site should be developed for On Site Interpretation within the theme of Blanchard Springs Cavern. A hiking trail with interpretive signs to enhance the publics' enjoyment and knowledge of Mitchell's Mill and the Ozark people will be the primary vehicle to accomplish this. A brief interpretive plan already exists and should be the basis for any future development.

BUDGET: The current plan calls for 10 signs of various types with a cost of approximately \$10,500.

TIME TABLE: Funding should be pursued for FY'91 or 92, so that implementation can be accomplished by the end of FY'92.

SITE NAME: Narrows Rockshelter
INVENTORY SUMMARY

SITE NUMBER: 3 Cw 35

Date Documented: April, 1958

Inventory Report Reference: None, Some early letters describing Clyd Dollar's excavation of the site, but no formal report.

Brief Site Description

Site Type: Prehistoric Rockshelter with Petroglyphs

Cultural Affiliation: Prehistoric

General Temporal Placement: Archaic and Early Woodland

Specific Temporal Placement

Condition: Scientifically excavated, but unit locations unknown.

Additional Comments: Site is a well known rock art site. Located in a rock shelter, the rock art is carved into the back wall in a series of panel. In the late 1950's Clyde Dollar did some excavations at this site. The artifacts and his letters describing the excavation are the only known records. A county road is located on the ridge top above the site and water drains from this road into the site causing some damage. There is also evidence of looting and vandalism to the archeological deposits, but so far no damage to the petroglyphs.

NRHP EVALUATION: Has not been evaluated, probably eligible.

VALUE ALLOCATION:

Accessibility: 2, located near a secondary road, with a trail and steps to the site.

ROS category: Roaded Natural

Research Topics: Just about anything to do with Archaic, and Early Woodland cultures and their relationship to rock art, if there are any archeological deposits left.

Interpretive Themes: Man's utilization of nature and his effects on the land.

Potential Heritage Uses: None

Potential Rehabilitation: None

This site requires further evaluation to determine NRHP status and if there are any intact deposits left in the site. The site may have some research potential if Clyde Dollar's excavations and the looting and vandalism have not destroyed any remaining archeological deposits. This site's highest value can be found in interpretive use, both on site and in literature. It is a well known site to the public, with excellent access provided by a secondary road and a CCC built trail to the rock shelter. The interpretive theme would have to center around man's utilization of nature and/or the marks man has left on nature. There does not at this time appear to be any Heritage or Reuse uses for this site.

MANAGEMENT PLAN: The first step is to determine whether there are any intact deposits left in the site through test excavations. Secondly through information thus gained determine the NRHP status of the site. Third develop an interpretive plan for the site. Develop the interpretive budget and finally implement the interpretive plan once funds were received.

BUDGET: Test excavation \$5,000 (in-house using Forest Archeologists and qualified CRTs). NRHP evaluation \$200. Interpretive Plan and signing \$5,000. Total of \$10,200.

TIME TABLE: Build into the FY'93 budget for accomplishment by the end of FY'93.

SITE NAME: Spradley Hollow Rockshelters

STATE SITE NUMBER: 3 Nw 623 &
624

INVENTORY SUMMARY

Date Documented: January 1986

Inventory Report Reference: *Spradley Hollow Timber Sale, Cultural Resource Reconnaissance*. Ozark-St. Francis National Forest, Russellville, AR.

Brief Site Description

Site Type: Rockshelter Habitation

Cultural Affiliation: Prehistoric

General Temporal Placement: Archaic through Late Prehistoric

Specific Temporal Placement: Undetermined

Condition: 45% damaged by vandalism and looting

Additional Comments: Two adjacent rockshelters in a sandstone bluff overlooking Spradley Hollow. There is evidence of occupation from the Archaic through Late Prehistoric times. Heavily vandalized, but there are still intact deposits present. One shelter contains human burials.

NRHP EVALUATION: Undetermined, but probably eligible

VALUE ALLOCATION:

Accessibility: 3

ROS category: Semi-primitive Motorized

Research Topics: Prehistoric man's relation to the land, chronology, diet, burial practices, anything to do with prehistoric man in the Ozarks.

Interpretive Themes: Prehistoric man's relation to the land and the marks he left on the land.

Potential Heritage Uses: Native American reburial or ceremonial use.

Potential Rehabilitation: None

Site has high potential for research since it has intact deposits which have preserved normally perishable items, (basketry, leather, wood, etc.) and human burials. It appears to be a long term occupation and can provide much needed data on the chronology of the prehistoric occupation of the Ozarks. Interpretive uses are best suited to literature, since the site needs to be protected and it is somewhat remote. Heritage use potential might be for reburial of other Native American remains or other ceremonial uses. No known Reuse potential for this site.

MANAGEMENT PLAN: First do NRHP testing. Then seek out partner to continue testing with an adequate research design. Once research is complete discuss potential for use as a Native American reburial site, since there is access to the site and it has already contained human remains.

BUDGET: NRHP testing \$7,000. Research unknown-need to seek partner and get an estimate from them.

TIME TABLE: NRHP into FY95 budget for completion by end of FY95. Research partner sought in FY96 with research to be conducted before FY2000.

SITE NAME: Sugar Loaf Look Out Tower
INVENTORY SUMMARY

STATE SITE NUMBER:

Date Documented: August, 1988

Inventory Report Reference:

Brief Site Description

Site Type: Look Out Tower Complex

Cultural Affiliation: Historic

General Temporal Placement: CCC era

Specific Temporal Placement: 1930-1960

Condition: Excellent, windows broken out only damage

Additional Comments: Look out tower complex built by the CCC in the 1930s.

Consists of a steel tower with frame cab, stone dwelling, storm cellar and outhouse.

NRHP EVALUATION: Considered Eligible

VALUE ALLOCATION:

Accessibility: 2

ROS category: Roaded Natural

Research Topics: CCC, Fire History

Interpretive Themes: CCC, FS Fire History

Potential Heritage Uses: CCC organization meetings

Potential Rehabilitation: Could be utilized for a number of uses by groups.

The site does not have a lot of potential for research value other than in the old records which provide information concerning the construction, and utilization of the tower. No archeological deposits exist. On site interpretive use is possible if some way to protect the site from vandalism could be found. This might best be accomplished through Reuse of the site for some purpose. Otherwise interpretation would be through literature of some type. Interpretive theme would probably center around CCC or Fire History. Heritage uses would center around CCC organization meetings or Forest Service Fire meetings, but the size of the structures would limit this to small groups. ReUse potential is probably the greatest if a group can be found who could use the structures. If this could be done, then interpretation of the site could be carried out on site.

MANAGEMENT PLAN: First complete nomination to the NRHP. Then seek a partner for Adaptive Reuse of the site. Develop brochure interpreting the CCC contributions to the Forest and highlighting this look out tower as one of the contributions.

BUDGET: NRHP nomination \$200. Other development would depend on the partner and the proposed use.

TIME TABLE: NRHP nomination by the end of FY93. Actively seek partner for Adaptive Reuse during FY94 and 95. Development of Reuse plans will depend upon the partner found.

SITE NAME: Peters Mountain Look Out Tower
INVENTORY SUMMARY

Date Documented: February, 1990

Inventory Report Reference: 1990, Pfeiffer, Michael and Gary Knudsen. *White Oak Look Out Tower*. Ozark-St. Francis National Forest, Russellville, AR.

Brief Site Description

Site Type: Historic Look Out Tower Complex

Cultural Affiliation: Historic

General Temporal Placement: CCC era

Specific Temporal Placement: 1930-1960

Condition: Ruins

Additional Comments: Site consists of concrete foundations of an old look out tower complex. There are no archeological subsurface deposits. There are a few old records to document construction dates and maintenance carried out on the structures. There is also a gentleman who manned the tower who can provide first hand oral history of the site.

NRHP EVALUATION: Not eligible

VALUE ALLOCATION:

Accessibility: 2

ROS category: Roaded Natural

Research Topics: CCC and fire history (archival and oral history)

Interpretive Themes: CCC and Fire

Potential Heritage Uses: None

Potential Rehabilitation: None

This site's archival documentation and oral history may provide research data, but the site itself can provide none other than the mapping of the foundation locations which is already complete. Interpretive use should be through literature discussing the accomplishments and contributions of the CCC or fire history. Could possibly be a discovery type of interpretation as well. There appear to be no Heritage use or Adaptive Reuse potential for this site.

NAMAGEMENT PLAN: Complete oral histories with persons involved with this site and the archival record. Utilize this record in forest interpretive themes concerning the CCC and fire history. Remove the physical site from management consideration.

BUDGET: Oral histories \$500.

TIME TABLE: Complete oral histories by the end of FY95 or sooner.

OZARK ST. FRANCIS ACTION PLAN

A. Develop FLMP standards and guidelines

This is the first step in any actions to integrate this proposed system into the Forest. This will include completing the Inventory Procedures Manual, development of the Allocation guidelines specific to this forest and development of an Interpretive Plan for the Forest.

1. Inventory Procedures Manual

This is the manual which specifies the procedures for inventory and NRHP evaluation on the Forest. This would then become an operating appendix to the FLMP. This is in process and should be completed by January 1, 1991.

2. Management System Allocation Manual

This involves the development of the FLMP guidelines for this proposed management system. This would develop a procedures manual similar to the one for inventory and evaluation which would develop the Forest specific allocation categories. This would then become an appendix to the FLMP. This should be completed by the end of FY91.

3. Interpretive Plan for forest

An Interpretive Plan for the Forest needs to be developed in order to guide the interpretation of cultural resources under this proposed management system. There is no currently established target for the accomplishment of this on the Forest.

B. Develop final Cultural Resource Management System

1. Research topics for Decision Tree 2

Utilizing the existing documentation of cultural resources on the Ozark-St. Francis and the surrounding adjacent areas, research topics should be developed in order to guide the management system in determining the best use of cultural resource site by the Forest. This synthesis of existing information should be conducted in consultation with the SHPO and interested research groups. This then could be utilized in developing specific categories of research for use with Decision Tree 2. This can be completed by the end of FY91.

2. Interpretive Themes for Decision Tree 2

Utilizing the Forest Interpretive Plan and the research topics developed for Decision Tree 2, develop interpretive themes for use with this Decision Tree. This will have to wait until the Forest has an Interpretive Plan. There are no existing plans or targets to accomplish this to date.

3. Integrate newly recorded sites into management system

4. Integrate previously recorded sites into management system

C. Monitor system and evaluate.

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